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UNITED STATES DEPARTMENT OF AGRICULTURE
Bureau of Agricultural Economics
Washington, D.C.



NEWS NOTES

Legislative Councils Growing in Number

Illinois has recently joined the roster of States with legislative councils, composed of legislators, to examine proposed new laws between sessions, and to make recommendations. Similar action has been taken by Kentucky, Michigan, Virginia, Wisconsin, and Kansas.

The Kansas council, one of the most active, is engaged in the preparation of a legislative program for the next legislature, and has been directed to study consolidation of State administrative agencies, reform of local governments, and improvement of administrative law and methods.

Colorado has a Committee on Interim Committees similar to the legislative councils, while in New York a permanent council has been advocated.

Massachusetts Planning Board to Survey State Resources

Concern over problems growing out of maladjustments in land use has caused the Massachusetts Planning Board to organize a detailed land survey for that State, results of which will be presented for each town on five maps drawn to a scale of 2 inches = 1 mile. Analysis and correlation of the maps with available statistics will indicate desirable land use in each town.

The Planning Board has also reproduced, for study and reference purposes, the Land Section of its recently published Progress Report on State Planning in Massachusetts. It hopes to promote "an understanding of related problems in individual areas" which "may result in the adoption of measures of adjustment and development in the communities as will serve eventually to strengthen and vitalize the entire social and economic structure of the Commonwealth."

A recent report of the Board 1/ considers many aspects of

1/ A PLANNING FORUM. Massachusetts State Planning Board, Boston, Massachusetts. 1(8) October 1937.

land utilization in the State, and points out the need for an inventory of resources, which is now being undertaken. Land use surveys of selected communities are discussed. The Report brings out many points:

Decline of rural industries and release of land from agriculture followed the shift from self-sufficing to commercial agriculture. Urban needs required some acreage, and part-time farms and recreational development took additional land formerly in commercial agricultural use. Nevertheless, in 90 towns, probably representative, less than 25 percent of the area is now farmed. Town depopulation and excessive burdens for schools and roads have ensued.

The problem, the report concludes, is that of getting unproductive land back into productive use; the first step in this direction appears to be to make a complete inventory of all resources.

Farm Sales Reach New High

Local farmers created a steady demand in the farm real estate market during 1937, with the result that 12 Federal land banks sold 15,280 farms in 1937 as against 15,013 in 1936, according to F.F. Hill, Deputy Governor of the Farm Credit Administration in a recent statement.

Farmers in the New Orleans district (Louisiana, Alabama, and Mississippi) bought the largest number of bank-owned farms last year -- 4,962 -- while the second largest number was purchased in the Pacific Northwest -- 1,792.

"Most of the bank-owned farms were sold to bona fide farmers who expect to reside on the property and make a living there", Governor Hill said. "The demand for family-sized properties is the most significant factor in the farm real estate market; and this is a favorable indication for the future of farm ownership."

In 1937, cash down payments on farms sold by the land banks averaged about 22 percent of the sale price, while in 1936 the figure stood at 19 percent.

Portland Chamber of Commerce
Studies Taxes, Land Program

A Research Department committee of the Portland, Oregon Chamber of Commerce is engaged in a study of the effect on the tax base of Oregon counties of the removal of lands from the tax rolls through acquisition by the State and Federal governments.

An "Industrial Survey of Oregon" is near completion, and will show origin, development, and location of basic State industries, and their relationship to natural resources, soils, etc. The Oregon State Planning Board and the University of Oregon have cooperated with the Chamber in their research studies.

Land Acquisition
Procedure Speeded

As part of a general revision of procedure designed to speed up land purchases by the Department of Agriculture, the Solicitor has recently announced field stations which will examine titles to land being acquired by bureaus of the Department.

This has a bearing upon the land purchase program of the Bureau of Agricultural Economics under Title III of the Bankhead-Jones Act. Other bureaus of the Department affected by the announcement are the Forest Service and the Bureau of Biological Survey.

The Division of Land Acquisition of the Bureau of Agricultural Economics has made other recent changes in procedure directed toward completing purchases in the land use program as rapidly as possible. Among these steps are standardization of procedure in contracting for abstracts of title, provision for prompt payment for abstract services, determination in advance of optioning of the kind of title held by the seller, weekly check of field progress in surveying, appraising and optioning, and issuance of new instructions for optioning and appraisal.

Headquarters of Solicitor's office attorneys who will examine titles to land use program purchases are:

Washington, D.C.
Atlanta, Georgia
Milwaukee, Wisconsin
Marquette, Michigan
St. Louis, Missouri
Hot Springs, Arkansas

Alexandria, Louisiana
Amarillo, Texas
Denver, Colorado
Missoula, Montana
Ogden, Utah
Portland, Oregon
San Francisco, Cal.

Chicago Zoning Conference
Summarized by Dr. Merriam

A summary by Dr. Charles E. Merriam of major factors in zoning procedure is included in a mimeographed statement of proceedings of the National Zoning Conference, held at Chicago December 13-14, recently prepared by the National Resources Committee, Washington, D.C. ^{1/} Principal points raised by the speakers were summarized by Dr. Merriam, who presided at the Conference summary session, as follows:

1. Zoning should be looked upon not as an end, but as a means of attaining an end. Zoning is rather a way of doing something economically and socially desirable.
2. It is not possible to go far with zoning alone in an urban or rural community, inasmuch as zoning touches upon the use of all natural resources. Such zoning laws are required as will make their way into the daily lives of the American people, and in some way raise the level and standards of human living.
3. There is no single zoning plan which would apply to an entire State, nor is there one applicable to the whole United States. This country is too far-flung to make it possible to do anything else than to try out zoning, region by region, and by experimentation, bring about improvements, satisfying as nearly as possible all interests in the various localities. There should not be too much concern about standardization.
4. Planning and zoning processes are democratically associated, and plans must be "sold" by means of public education and other democratic processes.

^{1/} Summary Session of National Zoning Conference, Chicago December 13-14, 1937. National Resources Committee, Wash., D.C. (Release #13984).

Without a planning background, zoning becomes automatic and unworkable. The successful Wisconsin experience bears this out.

5. There is need for additional study of the process of observation and enforcement or administration. It is not enough merely to set down a plan and hope that people will conform. It will be necessary to develop administrative technique to see that when adopted, regulations are fairly enforced.
6. It is evident from the addresses that much more inquiry, investigation, fact-finding, and continued research is required in order to discover where we stand periodically, and in order to get a solid footing for further advance.
7. In rural, flood plain and roadside zoning, it is very evident that there is a wide field for development. A representative of the Department of Agriculture explained new types of agencies developed by the Federal government -- soil conservation districts, grazing associations, etc. -- and called attention to the fact that the operations of these agencies, the purchase by the government of large areas of submarginal land, and other governmental activities, should be considered in their present and potential relationship to zoning.

"Zoning as a tool of planning", Dr. Merriam said, "is in wide and increasing use. This conference has been an experiment in bringing together the various kinds of zoners...We may live in cities or in the country; we may be urban, suburban, rural, or rural, but nevertheless the national resources of the American nation are held by us collectively and individually as one enterprise; and it is quite clear that the National Government has much to do with land use and water use, and in taking care of the industrial and commercial centers in times of depression."

In the reports from sections on urban, rural, flood plain, recreational, over-zoning of business and commercial areas, blighted areas, and roadside and county zoning, it was the hope of the Conference to get a statement of the "hot spots" -- the particular trouble zones. It was not the desire of the group, Dr. Merriam explained, to get the history of zoning for the past twenty years, nor an idea of what zoning will be twenty years from now, but rather to bring together some of the various elements of zoning from different points of the compass.

Edited proceedings of individual sessions will also be available, upon request, in the near future.

A review of the Conference discussions on rural zoning, by E.H. Wiecking, appeared in the LAND POLICY CIRCULAR for January 1938.

Farmers and Homemakers
Meet

The annual Farm and Home Week was held this year January 31-February 4 at the Wisconsin College of Agriculture, Madison, Wisconsin.

Discussions on soil conservation were led by A.R. Whitson and O.R. Zeasman of the College staff, and by O.E. Hayes of the Soil Conservation Service, LaCrosse Station; G.S. Wehrwein and William J. Rogan explained the progress being made toward farm ownership by Wisconsin farmers; and B.H. Hibbard addressed a general assembly on "The Development of National Agricultural Policies".

Ohio State University at Columbus, Ohio was host to the annual Farmers' Week this year January 24-28. Professor J.I. Falconer spoke on "The Development of an Agricultural Policy", and O.G. Lloyd addressed a group on "What can we do about Farm Tenancy?"

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CATEGORIES OF LAND USE RESEARCH

by
Leonard A. Salter, Jr.

As a new field of research, study, and action expands, it becomes necessary from time to time to consider the shape and direction which it is taking. Yet appraisal of developments within it is made difficult by a lack of reference points or a refinement in concepts.

The absence of clear definition is to be expected at first: it would be unreasonable to demand precision in the pioneer stage. But in land use planning research it may not be too early to stake out some tentative points of reference. In this way, a beginning may be made in clarifying and systematizing thought and planning in the field.

This paper will set forth a provisional classification of four categories of land use research. It is hoped that these suggestions will lead to further consideration of study types so that eventually we may compare and consider more easily the various activities carried on within the field. The key criterion of the classification of land use studies here made is functional: the use for which the studies are suited, rather than the type of material, the extent of the area, or the analytical methods involved.

1. The first category would include purely descriptive work, studies of the physical features, or the socio-economic pattern of an area, or both. They are undertaken for general use rather than for any one particular purpose or program. Usually such studies are carried on over a wide geographic area covering at least a county, or often a whole State.

This category might be subdivided into "inventory" description and "compound" description. In the former type, simple recording of facts is done. In the latter, a more or less complex system is propounded for synthesizing inventories or for describing a land pattern in rather arbitrary terms.

Under "inventory" falls the preparation of maps showing road types, soil types, topography, building conditions, ownership boundaries, or land cover. Of course, some of these descriptive activities may not in themselves be considered land use research. Obviously, to the agronomist a soil type map may not be a simple inventory description, but an essential tool for land use research.

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While inventory descriptions accurately record certain direct realities of the physical and economic landscape, "compound" descriptions translate these factors into more generalized and synthetic terms. A physical use capability map represents this type of descriptive work, for it is produced by the amalgamation of direct observations of soil type, soil cover, topography, etc.

A map, which shows areas in which certain farming systems predominate, falls into this class, whereas a map showing acres of wheat per farm by farms would be in the inventory description class. Many land classification studies would be included in the second group of this category. Some of them would fall into another category.

Whether admitted or not, some researchers feel a stigma attached to anything labeled "pure description". While of course some researchers should go far beyond this point, it is important to recognize that descriptive work has a definite and important contribution to make to the field. Even the most complex analytical surveys have to start somewhere with inventory data of some sort. Especially in the more complex descriptive research, difficult problems of methodology are often involved, and it is vital to the future of the field that these techniques be constantly improved. It is most important to recognize the proper place which this category of studies fills in the land use field, and to realize what such studies can or cannot accomplish.

2. A second category of land use studies comprises those undertaken for a particular use in a special program. The materials or techniques employed may be similar to those found in surveys here placed in another category. They differ, however, in the orientation of the concept, and the interpretation of the results. Like studies of the first type, these surveys often cover a wide area. Their character may be determined largely by the legislation or source of funds under which the work is done.

An example would be the studies conducted by the Division of Land Economics to determine areas suitable for new or closer settlement. Also fitting into this category are studies whose purpose is to designate areas for public purchase, and preliminary flood control and land conservation surveys, often of a reconnaissance nature, to suit the needs of a particular program of action. Certain land classifications can be included too, as, for instance, one in which the criterion is whether the land should be reforested or not. County studies to pave the way for a predetermined farm relief program may be of this general type.

Research surveys in this second category have been most often conducted by the agency toward whose action program the work is directly pointed. These studies will also interest other agencies whose programs are related to land use, and land use researchers in general, if basic data are applicable to other types of studies.

Probably this category of land use and related studies offers most opportunity to coordinators, since very often studies of this character are on a large scale, and involve considerable survey or other research effort. In many cases, however, while the data could easily be made adaptable to a variety of uses, it is sometimes so limited to a particular program as to preclude this possibility.

3. A possible third category consists of area planning studies. These surveys usually cover less territory. They are not pointed to any one particular program or use, but represent an effort to relate various lines of action to the land adjustment problems of a given area. These studies may provide the basic criteria for policy and program development coordination.

In other categories prevalent today, the comprehensiveness of a project may be measured by the amount of detail, the size of the territory covered, or the complexity of analytical manipulations. Here, it is bounded by the extent to which significant social and economic institutions and forces are included: those which may direct the alignment of people and resources in a particular locality.

A serious danger in this type of study is the misconception that every existing action program or field of investigation must contribute something to the problems of a specific area. In guarding against this, the land use planner must weigh the relative potentialities of various lines of research and action, exercising careful judgment not to gain "comprehensiveness" by wasting time analyzing programs which lack significance in the area or for which there is no reasonable possibility of application. On the other hand, existing action agencies are by no means the only, or in some cases, the most significant measures for directing land adjustments. His conclusions may point to the need for entirely new types of instrumentalities or programs, or to the utilization of some available sanction which is not in the hands of any particular agency.

In this type of land use study the center of attraction is the area itself. The final product of the study is a plan in the best sense of the word: a realizable program of social action to direct and adjust to change -- not a plan conceived as a master blueprint or composite map. The net product of the study may or may not contribute

to the problems of other areas. The essential question is whether it meets the need of the territory studied.

In this category of work the land use researcher should be able to make his special contribution. It does not follow that he should make only area planning studies, nor that only this category of studies is important; neither should it make land use simply a field of administrative coordination, or should it be inferred that a land use planner is considered an expert in every field. It does mean that a characteristic of the job of land use planners should be that they have no one action program or procedure to sell. As soon as they feel such a duty, they lack the primary contribution which they have to make. They cannot be salesmen for zoning, for public purchase, for forestry, for erosion control, or for any other single program alone.

To the land use planner, balance is important, and he must be impartial in his judgments as to the value of various approaches and programs by which land use adjustments may be brought about. Physical qualities such as site and productivity are important. The land use researcher as a social scientist is interested in the relations of man to man and of man to the land. He is concerned with the relationships between the total population and the available land resources. He deals therefore with agriculture, industry, government, residence, recreation, etc., as group, social, or economic activities insofar as location or productivity of the land is important to these activities.

4. In the fourth category of land use studies are those which more closely approach the meaning of "pure" research in land economics. They aim to develop and refine principles of land utilization by weighing the competitive forces of alternative land uses; appraising the effects of various institutions upon the adjustment of these competitive forces; studying means of evolving, expressing, and realizing group direction of land use; and by judging the net economic and social effect of the whole process.

In these studies, the specific area in which the analysis is made is not in itself of central importance. Areas of study are selected primarily as good sample areas. The results apply to all areas of which the study area is an example.

This category constitutes the vanguard of all land use studies. Without adequate attention to this kind of analysis, action programs are bound to outrun understanding, and area planning studies are apt to miss fire for not comprehending the forces at work or the adequacy of various social instruments.

Examples would include analyses of the recreational land needs of urban families, the effect of roads upon land settlement, the effect of legislation or tax systems upon the land pattern, the relationship between tenancy and soil conservation, or the consequences of a certain type of purchase program. Obviously such studies may make a very direct contribution to land use planning for the locality in which they are made. It may make considerable difference, however, whether the researcher is primarily interested in making a plan for that area or an analysis of a more general problem.

The development of techniques is important, certainly, but not all important. It is surprising to note, in the mass of land use publications how little, except for techniques of methodology, applies outside of the area studied. This situation, of course, reflects the emphasis on the other three categories of land use studies.

Unfortunately, a classification is often assumed to be rigid, and the categories to be mutually exclusive and inclusive. In this case, at least, such should not be the interpretation given the suggested outline of land use studies. Nor is any scale of values assigned to or implied for the various categories of research discussed. It is most important to a young and growing field that plenty of room be provided for redefinition and reorientation. There should be no room for dogmatism; for, at the present stage at least, most precepts would be based on inadequate evidence.

It is quite conceivable that a large scale project in particular might appear to be in different categories at different times. This might be definitely planned in advance, or it might just occur as the study develops. In assigning a study to a category, therefore, one should not assume any finality to the procedure.

Finally, a word might be said as to the practical test of this set of land use research categories. On a recent occasion, the writer, in discussing the last year's progress in land use studies in New England, found it was not difficult to classify a wide range of activities on the above basis, which allowed for convenient consideration of many studies. Certain deficiencies of the outline then noted have been adjusted. It is hoped that through more discussion and testing these points of reference may be further refined or replaced.

BETTER LAND USE FOR THE PIEDMONT

A Demonstration in the Clemson College Land Utilization Project

by

L.J. Loeffelman

A cogent demonstration of improved land use in the worn-out cotton lands of the Carolina Piedmont is given by the Clemson College land utilization project in South Carolina. On an area of 23,000 acres, lands which no longer serve productive purposes in arable farming are being developed to meet increased demands for programs of forestry, recreation, wildlife conservation, and pasture improvement.

Characteristic of the rolling gullied portions of the Cotton Belt where constant cotton cropping, severe soil erosion, and an insecure system of tenure have combined to rob the fertility of the soil, the Clemson College project, formerly included in the land program of the Resettlement Administration, and now under the supervision of the Bureau of Agricultural Economics, demonstrates most of the leading land use problems of the region. The thickly settled area is heavily eroded, producing poor yields of cotton, the dominant crop. A high percentage of the resident families are tenants whose relatively low standards of living reflect the poverty of the soil. Woodlands have been badly depleted, as has also the wildlife which can thrive here under proper protection and encouragement.

The Clemson project area has its share, too, of the historic interest abounding in the region. Located in the center of an area from which came the Calhouns, the Andersons, the Pickenses and other noted families, the project numbers among its purchased farms some of the homes of this historic cotton aristocracy.

In one of the houses located on a tract now submarginal, marble mantelpieces, imported from Rome a hundred years ago, bespeak the prosperity which these farmlands once enjoyed. Today this house, like many of its kind, is fallen into a dilapidation which parallels the gullied fields surrounding it.

In purchasing and developing this area, the government held several objectives in mind. First was the local, immediate goal: to restore to productive use those lands which had outlived their value

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for agriculture, and to help families occupying them to move to more productive lands. Second, was the Statewide and regional goal: to demonstrate various methods of land rehabilitation which could be carried out on this and similar areas throughout the old Cotton Belt. With this in mind, the developments were pointed at the most important needs of the Southeast from a land use viewpoint, which vitally affect both the economic and social welfare of the Piedmont region.

Forest Development

The burst of interest in slash and loblolly pine culture in the Southern States, following the perfection of processes for converting these trees into pulp, needs no recitation here. Construction of pulp mills in South Carolina, Georgia, and other Southern States within the Southern pine region, has started what may be an industrial development of major importance to these States.

While large areas of pine forest now stand ready for the axe, the problem of maintaining permanent supplies of pulpwood remains to be solved. Modern methods of cutting are stepped up to a tempo consistent with the fast-moving contemporary world. Will present forest resources stand the pace of exploitation, or will the pulp boom collapse as have other enterprises? The degree of permanent benefit which this new industrial development will bring to the South depends to a large extent upon the maintenance of a permanent source of raw material.

Land management is one of the leading factors in this problem, and the demonstrations of the Clemson College land use project pertain aptly to the larger forest conservation program. If the movement for restoring worn-out cotton lands to quick-growing pine is successful, not only as a means of raising trees, but also as a method of stopping soil erosion, its extension over broad areas in the Piedmont Region should be an unquestioned public policy. Already a small indication of the possibilities is evident: included in the area is a 10-acre tract of former cotton land that was planted to slash and loblolly pine 10 years ago by a group of school children. Today the small stand is filled with trees of three to four inches in diameter. More than 1,100 acres of land have been planted to slash and loblolly pine in the project development activities, while other areas have been improved for natural reforestation. Other parts of the project area have had timber stands improved, while the construction of fire towers and truck trails have helped insure the forested areas, many of them in hardwoods, against damage.

Recreation

In spite of the absence of large metropolitan areas, the South Carolina piedmont region is heavily populated. Small farms, and numerous small industrial towns provide a large population with few if any places for outdoor recreation. Public play areas in the mountains or on the seashore are too far for the large number of people with low incomes to visit. Much of the land, particularly in the more hilly portions of the piedmont area, where farms are fewer and cultivated fields smaller, lend themselves to recreational development.

In such a portion of the Clemson College project, a large recreation area has been developed with relief labor. Through the construction of a dam, Lake Issaqueena, named for a legendary Indian heroine, has been formed, winding for two miles among the hills, and broadening out at one point to half a mile in width. Along its shores, picnic areas, bathing beaches, and ample parking facilities are available for public use. The value of the area to a population which has had no such play lands can hardly be overestimated.

Pasture Development

The need for increased pasture on southern farms is another major factor to be considered in any land use program for the region. Grass for erosion control, grass for crop diversification, and grass for milch cows which will produce a more healthful diet for poorer Southern farmers is one key to better land use.

A 2,200 acre portion of the Clemson College project is being developed for pasture improvement work as a means of experiment and demonstration in this important feature of Southern agriculture. Direction of the scientific and educational activities in this field will be exercised by the Clemson College. To prepare the land for its future use, this portion of the area has been fenced, seeded, and equipped with corrals and barns. Crab grass, Bermuda, lespedeza, Kentucky bluegrass, and Dallis grass are among the grasses introduced into this pasture.

Wildlife Restoration

With an area of 23,000 acres that will be largely in forest and grass cover, excellent opportunities are provided for the encouragement of wildlife. As a means of local recreation, and as an economic asset in its attraction of northern hunters, the development of fishing and hunting opportunities has been recognized by the State as an important public program. Both upland game birds and fish are being

encouraged on the Clemson College land utilization project by careful development.

Planting of game feed and cover crops plays a part in the erosion control work undertaken on the project. Strip plantings of feed crops include lespedeza, peas, segrain, hegari, sesbania, sumac, beggarweed, and millet. These feed supplies have doubtless contributed to the increase in quail already noted. Where one bird to every 52 acres was counted two years ago, there are five birds now.

Not only Lake Issaqueena, but numerous small streams on the project area offer opportunity for fishing. Six one-acre rearing ponds, constructed during the past year, hold 20,000 black bass and 46,000 bream which will later be released in the Lake and in various streams on the project.

Future Administration

Development work under the Farm Security Administration and the Bureau of Agricultural Economics has proceeded to the point where the project can in the near future be turned over to a permanent administering agency for management in the public interest. It is proposed that the Clemson College, as the State agricultural institution, be made the responsible agency for the management of this land use demonstration area. In turn, the College may call upon other State agencies to assist in the supervision of special aspects of the work.

Agricultural surveys of land use in South Carolina reveal the existence of about 1,000,000 acres of land in farms that are definitely unsuited to further crop cultivation. The application of better land use to this larger area will open up a large opportunity for improving the economic and social status of rural South Carolina. It is not to be expected that the Federal government will purchase and develop all remaining submarginal farms as it has done at Clemson College. The present project is a demonstration -- if its benefits are to be applied to other areas, participation by the State and by localities in the development of other measures for putting land to good use is essential.

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THE DEPARTMENT'S PROGRAM IN THE SOUTHERN PLAINS

by
M.L. Wilson

For the seventh successive year, the farmers of the Southern Great Plains are facing drought. Over the area as a whole, only one-fourth of the normal precipitation of rain and snow has occurred this winter, and sub-soil moisture has sunk to a seriously low point. Consequently, as the spring winds begin to whip over these dry areas and darken the sky with topsoil, the question will naturally arise: what have people on the land and the government been doing to stop this?

This year the question of the government's activities has added pertinence, since the Department of Agriculture's attack on the problems of the Southern Plains is rounding out its first period under the supervision of a Departmental coordinator; and it is significant that the coordinator, Roy I. Kimmel, could report this month that although wind erosion will probably take place in the Southern Plains, the land of the area is in much better condition to resist extensive storms than at any time since 1935.

In addition to the Agricultural Adjustment Administration, the branches of the Department of Agriculture which are playing major role in this program include the Bureau of Agricultural Economics, the Extension Service, the Farm Security Administration, the Bureau of Plant Industry, and the Soil Conservation Service. As these bureaus recognized from the start, there was need for close collaboration in the planning and execution of their programs. In the spring of 1937, this movement was given more definite shape with the appointment of Mr. Kimmel as regional coordinator for the Department of Agriculture.

The magnitude and complexity of the problem further emphasize the need for a concerted campaign in the Southern Plains by Federal, State, and local agencies, as well as by the land operators themselves. The Land Grant Colleges, Agricultural Experiment Stations, Extension Services and other public bodies were instrumental in securing the first moves toward cooperative action. Workers in these State agencies met with representatives of Federal bureaus to form a regional advisory committee. Formation of similar State committees, and finally county coordinating committees followed throughout the Southern Plains region. Through this voluntary collaboration, the framework of a coordinated program for the Southern Plains began to shape up.

In April 1937, the regional Southern Great Plains Committee of Federal and State agricultural workers and farm representatives recommended a permanent agricultural program for that region which

would: (1) return non-agricultural land to permanent cover; (2) adjust land use to crop adaptation; (3) adjust the system of taxation; (4) bring about desirable changes in type of farming; (5) bring about desirable changes in size of farming units; (6) discontinue seeding wheat in dry soil; (7) encourage farmers to leave crop residue on the land; (8) promote a more responsible land ownership; (9) develop a practical land-purchase program; (10) control floods; (11) conserve the range; (12) expand the program of research designed to help farmers increase their efficiency.

From the scope of this program, it is obvious that the Federal government cannot achieve the stated objectives alone. The action of the people on the land is the major factor. State agencies have from the start played a highly important part in the joint effort for rehabilitation of the region. This article, however, must necessarily be confined to that segment of the Southern Plains program which falls within the scope of the various branches of the Department of Agriculture. A brief review of their major activities will indicate how a coordinated Departmental program is being worked out.

Agricultural Adjustment Administration

The Agricultural Adjustment Administration's program has three phases: stimulation of soil conserving practices, development of the range, and restoration to grass of lands not suited for crops. Under the first heading, farmers receive benefit payments to assist them in adopting practices which will help conserve water and prevent wind erosion. In the range program, payments are provided for practices which will improve pasture lands. This phase of the program, which formerly emphasized practices which would permit better distribution of grazing on the ranges, is now concentrating more upon improvement of grass stands by such practices as deferred grazing.

The restoration program is rather more far-reaching. Specific acreage within a farm having been classified as primarily suitable for grazing, the farmer who decides to restore it to grass, receives payments over a 3-year period to help him make the shift. The land is then classified as permanent grass pasture. For reseeding and other improvements, the farmer is entitled to benefits; but erosion control practices as outlined by county committees are obligatory, and returning the land to cultivation will incur a \$1 per acre penalty to be deducted from any Agricultural Adjustment Administration benefits due the operator.

Bureau of Agricultural Economics

Two distinct types of work are to be noted in the activities of the Bureau of Agricultural Economics in the Southern Plains region both undertaken by authority of Title III of the Bankhead-Jones Act. The first of these is land use planning, the assembling of basic economic information in answer to three questions: (1) For what uses is the land in each county economically suited, and where is land being used for purposes to which it is not so suited? (2) What changes in land use, such as a shift from crop farming to grazing, or an increase in the size of farms, are desirable in each county or area? (3) By what public programs, such as land purchase, cooperative grazing districts laws, improved credit policies, etc., can these desirable shifts in land use best be effected?

Material assembled by the Bureau in these land use surveys is made available to all Federal and State agencies for their use in guiding action programs. Projects for the purchase of submarginal lands, as one means of securing better land use, are based upon these investigations.

The Bureau of Agricultural Economics is now operating 8 land purchase projects in the Southern Plains region, 3 of them having been initiated under the former Resettlement Administration. Approximately 860,000 acres of land unsuited to cultivation are being or have been acquired primarily to return them to grass cover. Land is not usually acquired in solid blocks -- tracts consisting of submarginal farms, abandoned homesteads, potential water holes, and some heavily overgrazed pasture lands are selected for purchase as part of a general plan to create a more desirable pattern of land use over a large area. The objective is sometimes to create an extensive grazing reserve which will be leased to a cooperative association. In other instances it is to make more land available to private operators with the project area who need additional pasture to shift from crops to ranch-farm operations. Purchased lands are improved by reseeding, fencing, establishment of water facilities, and otherwise increasing their utility for grazing purposes.

Land acquisition is coupled with other means of guiding land use, such as establishment of soil conservation districts and grazing associations, improved management of tax delinquent land, etc. Cooperation in the development of these local programs is an important feature of the Bureau's activities.

Soil Conservation Service

In the Southern Plains the work of the Soil Conservation Service is primarily demonstrational in nature. By means of intensive operations on 26 representative areas, the Service is attempting to show farmers and stockmen of the whole region how soil and water can be conserved in a practical and economical fashion. Within each demonstration area, individual farmers and ranchers are given the opportunity to sign cooperative five-year agreements with the Service. These cooperators agree to follow the practices stipulated in a complete land use plan drawn up for their farms or ranches by technicians attached to the project. In return, they receive technical assistance in effectuating this plan together with the labor and materials necessary to supplement their own supply. At the present time, such agreements in the Southern Great Plains cover about a million acres of land, ninety percent of which is now adequately protected from soil erosion by wind or rain.

The program for the individual farm or ranch is designed to fit the particular needs and adaptabilities of the land. Generally speaking, however, the methods employed on any one demonstration area are also applicable over a rather wide surrounding territory. On land which can still be profitably used for crops, the erosion control and water conservation measures ordinarily include listing, contour plowing, terracing, and strip cropping; on range land the usual program consists of adjustments in the number of livestock, improved grazing practices, and the use of structural devices, such as dams, ditches, and contour furrows. Where climatic and soil conditions appear unfavorable for continued cultivation, retirement of the land to a permanent cover of grass is recommended.

Since three of the Southern Plains States (Colorado, Oklahoma, and Kansas) have passed satisfactory soil conservation districts laws, the Service plans to carry out an increasing portion of its work in the future through these districts. Wherever a community votes to form a soil conservation district, the Soil Conservation Service is prepared to render technical assistance to farmers through district supervisors, and to act as consultants in the formulation of land use regulations.

Supplementing the Soil Conservation Service's actual operations on the land is an extensive program of research carried on co-operatively with State agricultural experiment stations. This work involves exploration of nearly every conceivable phase of the erosion problem. It is intended to answer questions which arise in connection with erosion control planning, and to provide more comprehensive data for the constant improvement of soil conservation techniques. Research work which has proved particularly applicable for conservation farming in the Southern Plains includes investigations relating to run-off and

moisture penetration under semi-arid conditions, studies in rain-storm morphology, and the development of methods for the elimination of sand dunes.

Farm Security Administration

Through its rehabilitation loans, available to farmers in need of financial assistance who cannot obtain credit elsewhere, the Farm Security Administration is helping to secure better land use by a combination of contractual agreement and education. During 1937, 8,323 farmers participated in its standard rehabilitation program in the Southern Plains region. Farmers applying for rehabilitation help must agree to follow stipulated good farming practices before loans are extended to them.

Loan contracts provide for flexible cropping plans, to be shifted according to moisture conditions; in no case, however, is more than two-thirds of the farmed land to be placed in wheat. The Farm Security Administration has, wherever possible, also improved tenant leases, scaled down debt charges to reasonable figures, and enlarged farm units to an economic size, as means of improving the farmer's security and consequent ability to cope with land conservation problems.

The results have been gratifying. The number of borrowers who have adopted strip-cropping rose from 215 in 1935 to 2,381 in 1937; those who have used contouring increased during the same period from 438 to 3,350; and those who have begun terracing their land, from 85 in 1935 to 612 in 1937. Those borrowers who have economically adjusted their acreage increased from 483 to 2,636.

The figures for livestock are even more encouraging: borrowers in 1935 had 38,830 animal units, and in 1937 they had 39,773 units; while some 220,000 acres of overgrazed pasture have been brought under good management.

In the Farm Security Administration's "Live At Home" program, through which farmers are helped to avoid complete dependence on cash income, notable strides have also been made. Borrowers last year stored 2,617,667 pounds of food, and canned 1,637,164 quarts. The agency's efforts to bring about a voluntary reduction of the debt load through the intervention of county committees, have succeeded in pulling an indebtedness of \$11,016,714 down to \$8,230,208 -- a reduction of \$2,786,506.

Throughout this work, cooperation between the Farm Security Administration and the Extension Service has been reciprocal. Infor-

mation has been pooled, coordination committees have been formed, and the Extension Service has furnished instructors for the county supervisor training schools.

Bureau of Plant Industry

Through work at six experiment stations in the Southern Plains region, the Bureau of Plant Industry is focussing its long-time research program upon present problems of the Southern Plains. In the recent past it has developed new sorghum types more specifically adapted than older ones to conditions of the region. Attention is now being given to the development of a sorghum with stubble which will better protect soil from blowing. Broomcorn of improved quality is also being developed. Breeding of wheat types resistant to rust, smut, and drought, and of earlier maturity and improved market quality, is a major concern of the Bureau in this area.

Another type of experimental work deals with crop rotation and cultivation methods. This is designed to show annual yields of adapted crops, extent to which cultural practices may modify them, and effects of various crops upon each other. Conservation of moisture is an important part of this research. Climatic observations and soil moisture determinations of principal crops have made possible correlation of crop yields with climatic factors and soil moisture.

Much information is available on forage crops and diseases, but more detailed research, as funds become available, is being conducted toward development of adapted varieties, seed production, and methods of establishing stands to improve vegetative cover. In its research program in the Southern Plains, the Bureau cooperates closely with State experiment stations.

Extension Service

The educational work of the Extension Service is playing an important part in the effectuation of all the Department's programs in the Southern Plains region. Of particular importance has been the leadership taken by the Extension Service in securing the formation in every county in the region of a county coordinating committee of which the County Agent is chairman.

Work along these major lines in the Southern Plains has gone forward with energy and dispatch. It must still be recognized, however,

that much of the responsibility for the future of the region lies in the hands of its citizens. For in a sense, the basis of the whole program is cooperation among public agencies and private land operators. It is safe to say that the degree of success in this campaign for the establishment of a technically and economically sound agriculture in the Southern Plains will be measured by the degree to which this cooperation is given up and down the line.

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AMERICAN PLANNING AND CIVIC ASSOCIATION ELECTS OFFICERS

At a meeting on January 22 in Washington, D.C., the American Planning and Civic Association re-elected all officers -- Horace M. Albright, President, and Miss Harlean James, Executive Secretary. Frederic A. Delano is Chairman of the Board of Directors.

A committee on planning education to spread knowledge of civic planning through schools and colleges was proposed in order that more complete knowledge of the work being done by the 2,000 planning agencies in the country may be available.

Recommendations for a committee to spread civic planning knowledge in schools were made by special guests at a luncheon meeting. Among the guests were M.L. Wilson, Under-secretary of Agriculture; Dr. B.M. Wood of the National Resources Committee; Thomas H. MacDonald, Chief of the Bureau of Public Roads; Robert Randall of the National Resources Committee; and Ben H. Thompson of the National Park Service.

Next year's meeting will be held at Santa Fe, New Mexico. The annual Joint Planning Conference, in which the Association meets with the American City Planning Institute and the American Society of Planning Officials, will be held in Minneapolis this spring.

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BOOK DIGESTS

LIMITS OF LAND SETTLEMENT: A REPORT ON PRESENT-DAY POSSIBILITIES.

Prepared under the direction of Isaiah Bowman.

Council on Foreign Relations, New York, 1937. (45 E.
65th St., New York City.)

By Davis McEntire

This book, a symposium by ten authors, was written to examine the feasibility of land settlement in the remaining thinly populated parts of the world as a measure for relieving population pressure in the allegedly overcrowded countries. A series of essays analyzes the regions which contain large amounts of vacant land, estimating their capacity to accommodate large increases in agricultural population. The regions examined are Canada, Siberia, China, Australia, Africa, and South America. With the exception of one chapter on Siberian colonization, the authors treat the problems and policies of these particular countries only as they relate to the larger problem of international migration.

On the basis of their appraisals of regional possibilities, the authors conclude that land settlement offers no important or satisfactory outlet for excess population in the "overcrowded" countries. In the regions of which the book treats, as in the United States, the best lands are already occupied, and most of the remaining vacant lands can be brought into agricultural use only by extremely heavy capital outlays, required not only for developing individual farm units, but for building roads and other means of transport, and for providing community facilities essential to permanent settlement.

When it is considered that the remaining undeveloped regions of the world are generally inferior in agricultural quality to regions already settled, the wisdom of making heavy capital outlays to bring them into production for an already well-supplied market becomes extremely doubtful. The question may well be raised whether countries contemplating expenditure on land settlement in remote areas would not be better advised to invest their capital to employ their workers at home rather than on some distant agricultural frontier. To this, the data presented in the present survey suggest an affirmative answer.

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If this conclusion is valid, the demand of the "have-not" countries for outlets for their excess population is a false issue. The real solution for the population problems of such countries is to be found not in seeking foreign lands for colonization, but in improved utilization of domestic resources, coupled with relaxation of barriers to international trade.

The present volume touches only briefly on the broader implications of its findings, and is chiefly useful for its analysis of factors affecting colonization in the relatively undeveloped parts of the world.

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P U B L I C A T I O N N O T E S

Unless otherwise indicated, the Bureau of Agricultural Economics cannot furnish copies of any of the publications listed below.

"The Dust Bowl Can Be Saved". Ben Hibbs. SATURDAY EVENING POST. 210 (25) 16. December 18, 1937.

Contrary to opinion in general a year or two ago, Mr. Hibbs believes that the "Dust Bowl" can be saved. His opinion is backed up by results of man-made programs and natural forces over this period which show that in 1927 the area formerly given over to dust and blowing has shrunk. "Conditions in some counties are as bad as they were in 1935", he says, but "in other localities there has been great improvement. Unless rainfall is abnormally good during the next 6 months, the black blizzards will continue through another crop year. Yet there are many encouraging signs".

Mr. Hibbs contends that the fertility of the dust bowl has not been destroyed. In contrast with pessimism which was widespread in 1935, he says, growth of natural ~~wood~~ cover and cooperation of the Federal and State governments and individuals in the area has brought much improvement. Thousands of acres have been included in soil conservation demonstration projects, grass land has been developed to supplement ploughed acreage, and drought resistant crop strains have been developed to withstand the adverse conditions of the area, the author believes.

He feels, however, that the problem has not been solved, and emphasizes especially the necessity for support by people within the area of programs of Federal and State governments which, he believes, must of necessity carry forward a program of the scale required.

"Devil in de Cotton". Owen P. White. COLLIERS. 101 (1) 9. January 1, 1938. (Crowell Publishing Company, Springfield, Ohio)

The South was a barren spot, but it went to seed, Mr. White states, and supports his contention with graphic, first-hand accounts of the Alabama and Georgia cotton country, where, he says, erosion has ruined the soil and human erosion has "got" the people. This year the second largest cotton crop in history has been picked, but Mr. White finds no improvement in conditions except where ameliorating programs

of the Farm Security Administration, Soil Conservation Service, and Agricultural Adjustment Administration have been put into effect.

"In spite of public clamor for more farm ownership", Mr. White believes, "the problem of ownership is one that must be approached slowly enough and deliberately enough to enable that class which will pass from tenancy into ownership to acquire the education and soil adjustment necessary to its new status. That change cannot be fully accomplished in less than 50 years...It is up to the Nation to make that 50-year effort."

"Can We Buy Conservation?" Editorial in SATURDAY EVENING POST.
210 (27) 24. January 1, 1938.

Quoting from a California reader's letter to the effect that in California the soil-conservation program pays many farmers for doing things which they have always done, the editor questions how much soil conservation can be bought with a half billion dollars a year. Not only is the government paying farmers to do what they have always done, the editorialist says, but many unscrupulous farmers and others untroubled by ethics make it their business to "farm for the government".

"Nearly Three Million Tenants". Editorial in SATURDAY EVENING POST.
210 (27) 24. January 1, 1938.

As there are some 2,800,000 farm tenants in the United States, the $9\frac{1}{2}$ million dollars to be distributed by the Farm Security Administration is not much of a start, in the opinion of the editor. "Such start as it is, it is made in the New Deal conviction that tenancy is a social sore in itself. Actually, there are many kinds of tenancy, some vicious, some excellent, some neither, and no real progress in curing the worse can be made except by understanding the nature of the better". The most effective progress is being made, it is stated, not through efforts of the Federal government, but through improvement of farm leases.

"References on Agricultural History as a Field for Research".
E.E. Edwards. U.S. Department of Agriculture Library,
Bibliographical Contribution No. 32. December 1937.

This bibliography pertains to agricultural history as a field for research and study. Special attention has been given to references on the scope and significance of American agricultural history, and references which describe special methods of research utilized by historians are listed.

"Crop Insurance in Foreign Countries - A Summary of Significant Developments". U.S. Department of Agriculture, Bureau of Agricultural Economics. No. F.S. 71, October 1937.

With the exception of the Soviet Union, foreign countries have so far confined practical application of crop insurance to specific risks, principally hail, this study shows. These hardly afford actuarial bases for development of "all risk" crop insurance in the United States. Some are not without interest, and significant developments in this field, by countries, are discussed in this report.

"A Land Use Classification of Latah County, Idaho". U.S. Department of Agriculture. Farm Security Administration. Region XI, June 1937. (Mayor Building, Portland, Oregon).

Decline of the timber industry and influx of settlers into Latah County, Idaho, with attendant increase in land-clearing activity, has made readjustments necessary. To assist new settlers to find the best locations, to give some guidance in extension of public services and credit, physical, economic and social data were gathered in order to classify county areas according to their best major uses. This publication represents conclusions reached in this survey. Areas for forestry and grazing, those offering special land management problems and those suited to both cash-crop and livestock farming, have been designated, and exceptional local features noted where they may modify major uses.

Of interest are resolutions passed by county commissioners and the committee representing farmers of Latah County, who were in part responsible for initiation of the study. In view of the existing emergency situation, it was proposed that the study be made available to county residents in the interest of better land use; that counties sell only such of their lands to prospective farmers as are classified as "agricultural", and that county land in non-agricultural areas be sold only under suitable safeguards to insure against future agricultural development, and that cooperation of other land-selling agencies be obtained to this end; that improvement and extension of public services not be encouraged in non-agricultural areas unless they are a part of a comprehensive plan involving a wider area; that agricultural development loans be encouraged only in agricultural areas; that land clearing projects in agricultural areas be given immediate consideration in permanent solution of the relief problem; and that local planning agencies give serious consideration to proper use and administration of non-agricultural lands and seek to bring

about such consolidation of ownership as is necessary to insure their use for the permanent welfare of the county, State, and Nation.

Explanatory maps and graphs accompany the report.

"Part-Time Farming in the United States". W.B. Jenkins and H.B. Robison. Special Study, United States Census of Agriculture: 1935. (Government Printing Office, 1937. 50 cents)

The concept of part-time farming, the authors indicate, varies somewhat "according to the whims of the researcher and possibly to the data at hand, or to data which may be made available for a particular study". The most popular view, however, is that it is a mode of living whereby a family resides on a farm but receives income, in a more substantial degree, from non-farm sources -- a combination of industry and agriculture.

One of the primary purposes of this study was to delimit areas where part-time farming occurs. It was also possible to contrast the farms of those working off the farm a few days with those working off their farms a considerable number of days; to contrast within areas part-time farms by color and tenure of operation, and by agricultural and non-agricultural off-farm work; and lastly to contrast part-time farming between areas.

The LAND POLICY CIRCULAR is issued by the Bureau of Agricultural Economics, U.S. Department of Agriculture. Its purpose is to provide technical information in the field of land economics, and to assist the staff members of the Department and its cooperating agencies and other interested groups to keep in touch with current developments bearing upon their work. Its pages serve as a clearing house for information concerning local, State, and Federal land planning activities and research.

Policies and programs reported or described in this CIRCULAR do not, unless specifically so stated, represent the official views of the Bureau of Agricultural Economics or other branches of the United States Department of Agriculture.

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